



CONGRESSIONAL BUDGET OFFICE
COST ESTIMATE

July 31, 1998

H.R. 3625

San Rafael Swell National Heritage and Conservation Act

As ordered reported by the House Committee on Resources on July 22, 1998

SUMMARY

H.R. 3625 would establish the San Rafael Swell National Heritage Area and the San Rafael National Conservation Area in the state of Utah. The bill also would establish several new management units on federal land within the conservation area.

CBO estimates that implementing H.R. 3625 would cost about \$8 million over the 1999-2003 period, assuming appropriation of the necessary amounts. Because H.R. 3625 could affect offsetting receipts, pay-as-you-go procedures would apply; however, CBO estimates that any such effect would total less than \$500,000 each year. H.R. 3625 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

DESCRIPTION OF THE BILL'S MAJOR PROVISIONS

The San Rafael Swell National Heritage Area would encompass the counties of Carbon and Emery, and portions of the county of Sanpete, in the state of Utah. The bill provides for the creation of a Heritage Council to develop a heritage plan and manage the heritage area. It would authorize the appropriation of up to \$1 million annually to the Bureau of Land Management (BLM) for grants and technical assistance for the heritage plan. The bill would authorize BLM to provide such grants and technical assistance to the Heritage Council or any unit of government.

The San Rafael Swell National Conservation Area would encompass about 630,000 acres of federal land within the San Rafael National Heritage Area. The bill would withdraw federal land in the conservation area from mining, mineral leasing, and commercial timber harvesting, subject to valid existing rights. The bill also would establish an Advisory Council for the conservation area. Within three years of enactment, the Secretary, in cooperation with the Advisory Council, would be required to develop a plan to manage and

protect the conservation area. The Advisory Council would terminate ten years after enactment.

The bill would create several new management units within the conservation area. It would establish four wilderness areas and a desert bighorn sheep management area, and would direct the Secretary to designate a semi-primitive, nonmotorized use area and a scenic visual area of critical environmental concern. The Secretary would be required to include management plans for each of these units in the management plan for the conservation area.

Finally, the bill would authorize several land exchanges. If the Governor of Utah notifies the Secretary that the value of any school and institutional trust lands has been diminished by the establishment of the conservation area and that the state would like to exchange such lands for other federal lands, the Secretary would be required to give the Governor a list of federal lands or interests in lands within the state to be offered in exchange. In addition, the Secretary would be required to initiate voluntary land exchanges to resolve any ownership-related land use conflicts within the conservation area.

ESTIMATED COST TO THE FEDERAL GOVERNMENT

CBO estimates that implementing H.R. 3625 would increase discretionary outlays by about \$8 million over the 1999-2003 period, assuming appropriation of the necessary amounts. This bill also could affect direct spending, but we estimate that any effects would not be significant. The following table summarizes the estimated budgetary impact of H.R. 3625. The costs of this legislation fall within budget function 300 (natural resources and the environment).

	By Fiscal Year, in Millions of Dollars					
	1998	1999	2000	2001	2002	2003
CHANGES IN SPENDING SUBJECT TO APPROPRIATION						
Estimated Authorization Level	0	2	2	2	2	2
Estimated Outlays	0	1	1	2	2	2

Spending Subject to Appropriation

CBO estimates that the activities associated with establishing these heritage and conservation areas would cost BLM about \$2 million per year. This estimate includes the \$1 million authorized by the bill for planning and management of the heritage area. Based on information from BLM, CBO also estimates that BLM would spend about \$1 million each year for planning and management of the conservation area (including the new management units within it). For purposes of this estimate, we assume that appropriations for these activities would be provided beginning in fiscal year 1999 and that outlays would follow the historical pattern for similar activities.

Direct Spending (including offsetting receipts)

H.R. 3625 would withdraw land in the San Rafael Swell National Conservation Area from mining, mineral leasing, and commercial timber harvesting, subject to valid existing rights. Enacting those provisions could result in forgone offsetting receipts from federal land over the next five years if, under current law, the land would generate receipts from leasing or timber harvesting. However, CBO estimates that any such effect would total less than \$500,000 each year. We estimate that other provisions in the bill would have no significant impact on direct spending.

PAY-AS-YOU-GO CONSIDERATIONS

Section 252 of the Balanced Budget and Emergency Deficit Control Act sets up pay-as-you-go procedures for legislation affecting direct spending or receipts. Because the provisions in H.R. 3625 withdrawing certain lands from mining, mineral leasing, and timber harvesting could affect offsetting receipts, pay-as-you-go procedures would apply. CBO estimates, however, that any such effect would not be significant.

ESTIMATED IMPACT ON STATE, LOCAL, AND TRIBAL GOVERNMENTS

H.R. 3625 contains no intergovernmental mandates as defined in UMRA and would impose no costs on state, local, or tribal governments. The state of Utah and local governments within the state might choose to participate in the planning for and management of these areas, and would incur some costs as a result. Such costs would be voluntary. These governments would be eligible to receive grants to cover a portion of the costs associated with the Heritage Area.

ESTIMATED IMPACT ON THE PRIVATE SECTOR

H.R. 3625 contains no private-sector mandates as defined in UMRA.

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